

Davis Weber East-West Transportation Study

Study Overview

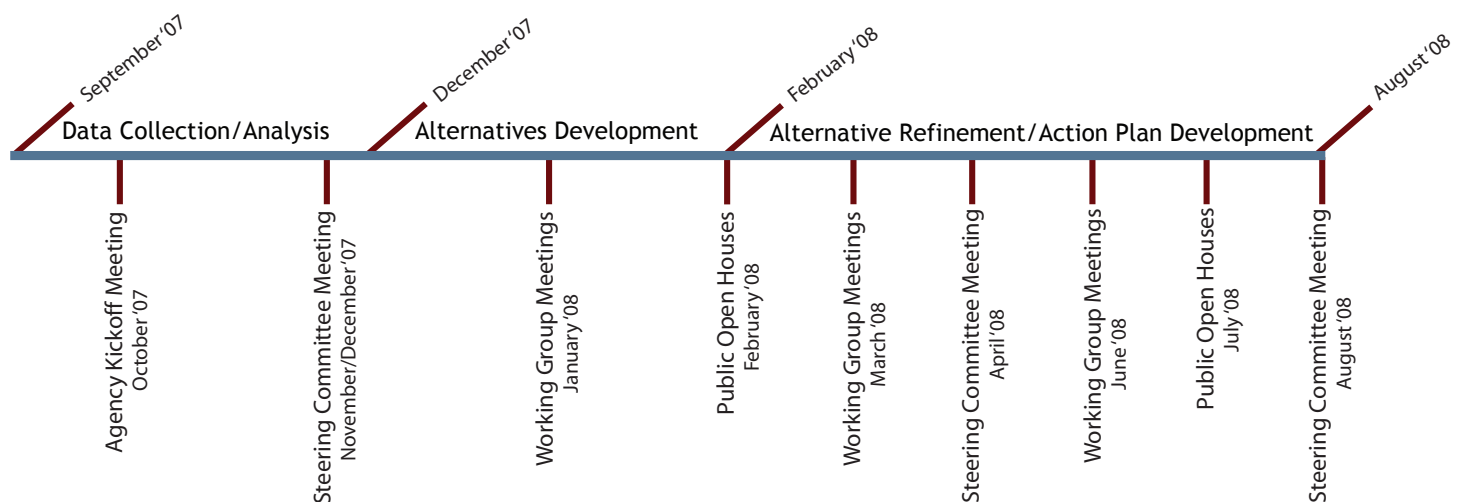
The Utah Department of Transportation has initiated a concept study to look at near- and long-term east-west corridor options in Davis and Weber Counties. Planned study outcomes include a 30-year transportation vision for the Davis and Weber area and a 5-year list of priority projects necessary to serve the immediate east-west mobility needs of the region.

The study will include the following key elements:

- Data collection of existing plans and studies
- Planning-level deficiency analysis and volume to capacity analysis
- Future year travel demand modeling
- Alternative development analysis
- Transportation project identification and prioritization
- Public and agency involvement

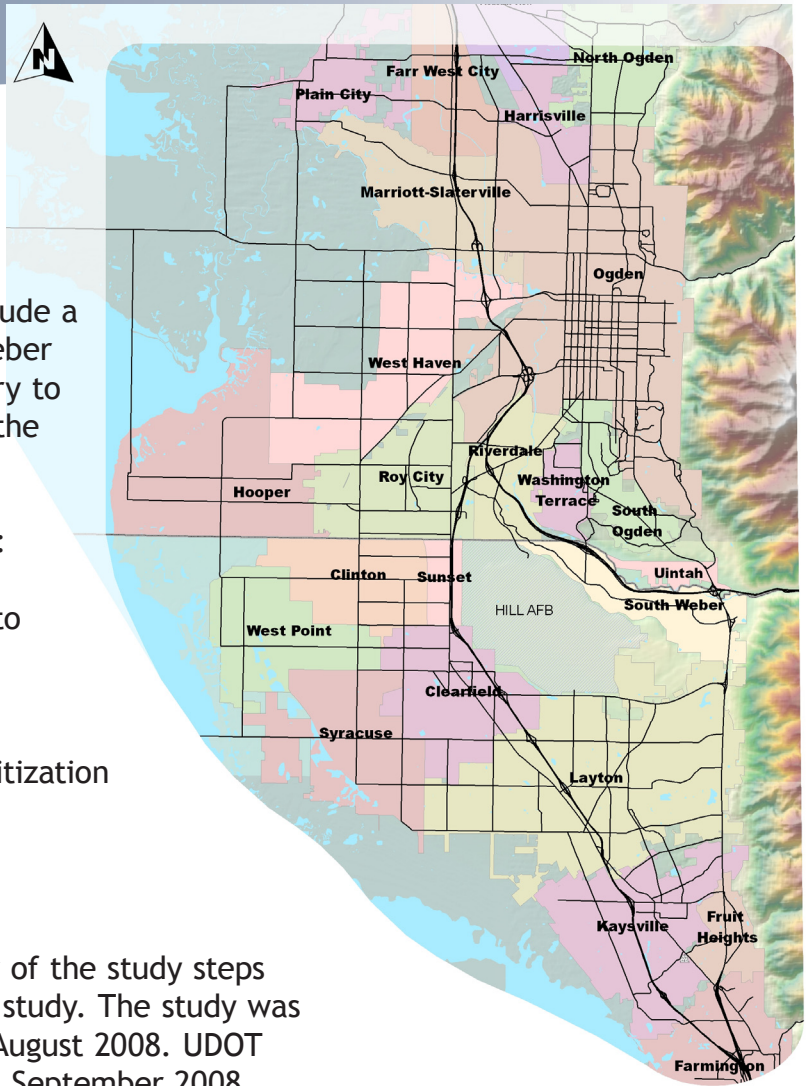
Study Schedule


The following basic timeline provides an overview of the study steps and public process milestones over the life of the study. The study was initiated in September 2007 and will conclude in August 2008. UDOT will report the study findings to the Legislature in September 2008.



Study Information and Contacts


Web: www.udot.utah.gov/daviswebereastwest
Email: chulet@langdongroupinc.com
Phone: 801-388-1839





TECHNICAL INFORMATION

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Utah Department of Transportation and
Wasatch Front Regional Council

- InterPlan Co.
- J-U-B Engineers, Inc.
- The Langdon Group, Inc.


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Presentation Topics


- Schedule and Reason for Study
- Why We Plan
- Future Transportation Issues

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Schedule and Reason for Study


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Study Directed by 2007 Legislature

- UDOT required to study need for east-west transportation improvements
- Counties
 - Utah
 - Davis
 - Salt Lake
 - Weber
 - Washington
- Report study progress to Legislature prior to November 30, 2007 and study findings by September 30, 2008


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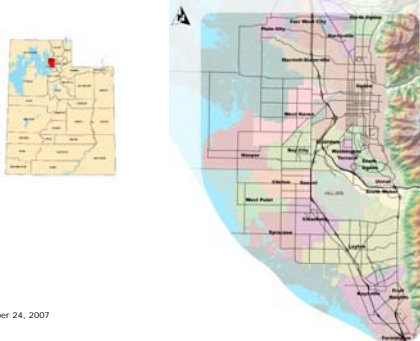
East-West Corridor Studies

- Salt Lake East-West Transportation Planning Study
- Northern Utah Valley East-West Corridor Study
- Washington County
 - Eastern Hurricane Study
 - I-15 Study
- Davis Weber East-West Transportation Study

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Map of Study Area



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Goals of Study

In partnership with stakeholders and citizens:

- Develop Five-year Action Plan
- Develop 30-plus Year Vision Plan

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Project Structure

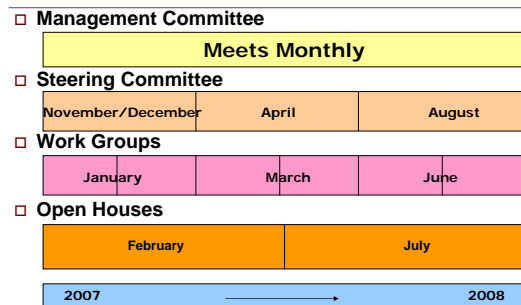
Structure:

- **Management Committee:** UDOT, WFRC and Consultant Team (12 Meetings)
- **Steering Committee:** Local representation based on topics of interest (3 meetings)
- **Working Groups:** Local representation based upon geography (6 meetings)

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Timeline



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Information Needed from Study Area Jurisdictions

- Demographic data and forecasts
- Transportation Master Plans
- Participation in Work Groups

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Description of Work Groups

- **West:** Jurisdictions and large employers between North Legacy Alignment and I-15 from the US-89 and I-15 merge to approximately Pioneer Road
- **East:** Jurisdictions and large employers between US-89 and I-15 from the US-89 and I-15 merge to approximately 2700 North

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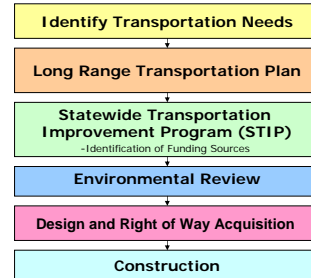


Why We Plan

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Transportation Planning Process



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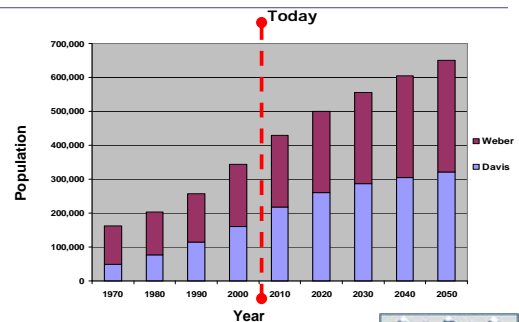
30 to 40 years ago . . .

- Nation's Bicentennial in 1976
- Weber State College first degree awarded in 1964
- Study Area population in 1970 equal to Kaysville-Layton-Clearfield-Syracuse today
- I-15 completed in Study Area in mid 60s

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Study Area Past and Projected Growth



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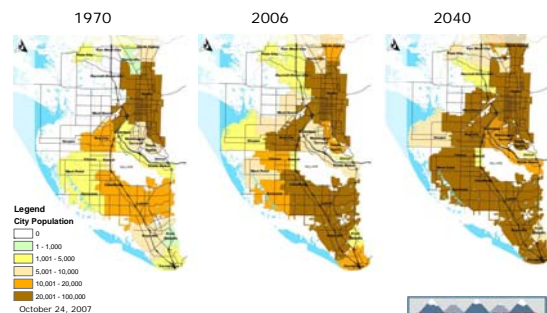
30 to 40 Years from Now . . .

- **Population will be the size of:**
 - Tucson, Arizona
 - Syracuse, New York
 - Albuquerque, New Mexico
- **Traffic Congestion?**
- **Preservation of Farm Land??**
- **Other Values???**

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Population Change by City



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Future Transportation Issues

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Current Planning

- Wasatch Front Regional Council (WFRC) adopts Regional Transportation Plan
- Last Regional Transportation Plan adopted May 24, 2007
- Plan updated at least every four years

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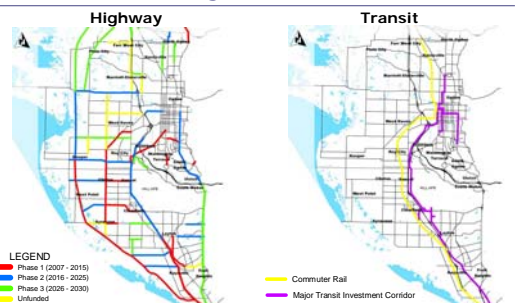
Highlights of Regional Transportation Plan in Study Area

- 69 Highway Projects, 8 Transit Projects
- 41 North-South Projects, 36 East-West Projects
- \$5.1B planned for North-South Projects, \$1.1B planned for East-West Projects

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Planned Projects



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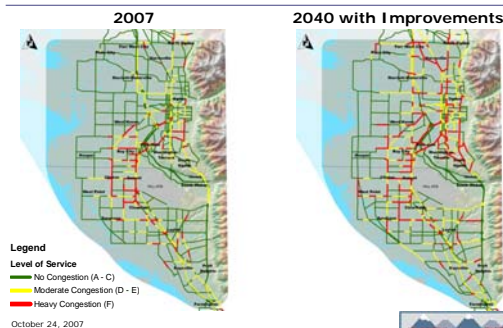
Focus Now on East-West Transportation Issues

- Past Studies have focused on North-South transportation issues:
 - I-15 North Corridor Plan – Kaysville to Ogden
 - North Legacy
 - SR-108 EIS
 - US-89 Freeway Upgrade
 - FrontRunner
- We will review all studies in the process to provide an all encompassing approach to east-west transportation routes.

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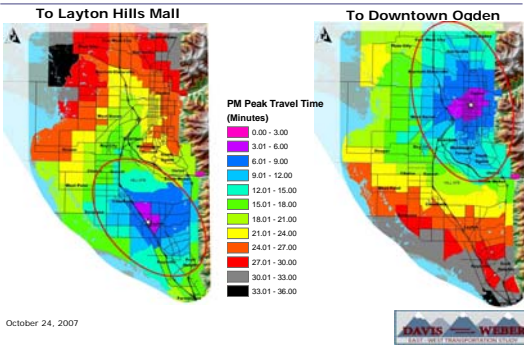
Transportation Challenges Ahead



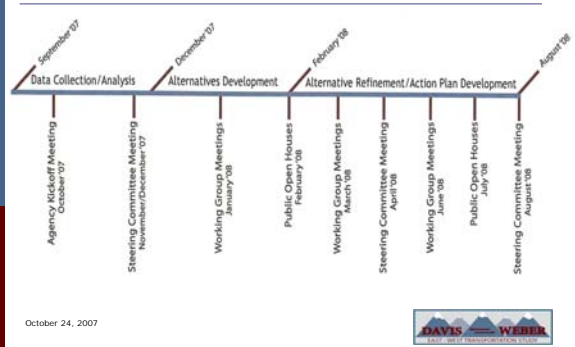
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Existing Travel Times



Study Process



Next Steps for Today

- ☐ Partnering Discussion
- ☐ Roundtable Discussions
- ☐ Selection of Steering Committee

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PARTNERING

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Process vs. Substance

- Study requires two kinds of data
 - Technical
 - Studies
 - Modeling
 - Projections
 - Non-technical
 - Local knowledge
 - Local experience

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Many Voices

Clearfield	Layton	The Trust for Public Lands
Clinton	Marriott-Staterville	UBET
Davis Applied Technology Center	McKay-Dee Hospital	UDOT
Davis Chamber of Commerce	North Ogden	Uintah
Davis Council of Governments	Ogden	UTA
Davis County	Ogden School District	Utah Economic Development Corporation
Davis Economic Development Corporation	Weber Chamber of Commerce	Utah Mitigation and Conservation Commission
Davis School District	Plain City	Utah Trucking Association
Farmington	Pleasant View	Washington Terrace
Farr West	Riverdale	Weber County
Freeport Center	Roy	Weber County Planning
Friends of the Great Salt Lake	Sierra Club	Weber Pathways
Fruit Heights	South Ogden	Weber School District
Harrisville	South Weber	Weber State University
Hill Air Force Base	Sunset	West Haven
Hooper	Syracuse	West Point
Huntsville	The Nature Conservancy	Wasatch Front Regional Council
Kaysville		

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Public Involvement Mechanisms

- Steering Committee
 - Interest-based
- Working Groups
 - Based on geography
- Open Houses
- Website
- Email Updates
- Availability by phone/email

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Being a Partner

- Utilize the mechanisms that are in place
- Identify potential obstacles to partnership
- Discuss means for overcoming these obstacles – other mechanisms?
- Confirm commitment from partners to engage in the process
- Produce summary of partnering discussion
- All partners voluntarily participate in the study with integrity and in good faith

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Results from Partnering Discussion

- Obstacles to the process
 - May not feel vested in the project
 - Concerns that your comments will not be heard
 - Lack of easy lines of communication
 - Not knowing where to go with your comments and ideas
 - Timeliness of making the comment – will it be heard at the appropriate time or too late in the process?
 - Inner group conflict
 - Concerned that comments may not represent larger interests
 - Treading on another community
 - Perception that commenting might mean committing to more involvement in the project
 - Concerns about funding – why bother if there isn't sufficient funding?
 - Fear of public backlash
 - Lack of community support for process
 - Lack of understanding of the planning process and the public's role in that process
 - Wanting to know when people will be impacted by the project
 - Perceptions may change once construction begins
- Suggestions for overcoming the obstacles
 - Communicate rules and roles in planning process
 - Outreach to interest groups, civic groups, etc.
 - Present to interest groups, etc.
 - Go to the city councils
 - Accurately understand what it is that needs to be communicated and the intent of that information, including expected outcomes
 - Add a link to the study website to other websites – cities, etc.

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ROUNDTABLES

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Roundtable Introduction

- 7 Discussion topics
 - Safety
 - Economic Development
 - Environment/Quality Growth
 - Funding
 - Mobility/Multi-modal
 - East-West vs. North-South
 - Wildcard
- Categories of Discussion
 - Issues
 - Ideas
 - Resources

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Roundtable Introduction

- Logistics
 - 7 roundtables; pick 3 of most interest
 - Individually facilitated
 - Based on 3 discussion questions
 - 15 minutes per discussion
 - 5 minute rotation period
 - 20 minute break
 - Reconvene for roundtable summary

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Roundtable Summary

- 7 Roundtables
- Focused on three categories
 - Issues
 - Ideas
 - Resources
- Summary report will be provided to kickoff meeting participants

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Roundtable Summary

The following notes were recorded at the Davis Weber East-West Transportation Study Kick-off Meeting on 10/24/07 at Weber State University. Each roundtable focused on one of the following six topics:

- 1) Safety (pp. 2 – 3)**
- 2) Multi-Modal and Transit (pp. 4 – 5)**
- 3) Funding (pp. 6 – 7)**
- 4) Environment and Quality Growth (pp. 8 – 9)**
- 5) Economic Development (pp. 10 – 11)**
- 6) East-West versus North-South (pp. 12 – 13)**

Facilitators at each table led three 15-minute discussions on their assigned topic. Participants rotated through their choice of three of the six topics. The facilitators focused the discussion around **issues**, **ideas**, and **resources** that were relevant to their assigned topic. The following includes combined notes from all three sessions at each table.

Safety

Issues

- Freeway Interchanges
 - Short merge distances
 - Speed inconsistency
 - Poor visibility
- Pedestrian & Bike Safety
- Train Crossing – UTA
- Poor Lighting on the roadways
- Intersection Improvements
 - Signalized
 - Construction
 - Timing of signals
- Distracted Drivers
- Increased safety concerns during peak times and construction especially where area is not signalized
- Inconsistent cross-sections

Specific Areas of Safety Concern

- Hill Air Force Base
- SR-60 – Long winding road with lots of bike traffic
- 4000 South – New transit hub will be there and it is already congested
- Midland Drive – 3500 South
- 1-89
- 1900 West
- 12th Street in Ogden
- Washington Blvd
- SR 108
- 1-84 & 1-89 interchange
- Shepherd Land (Farmington)– Narrow Bridge
- Park Lane Farmington – only major East-West facility for 8 to 9 miles
- Pioneer Road – needs lane expansion, there are lots of curves

Ideas

- Linking transit facilities so that they are more user friendly
- Global, comprehensive planning that includes bike & pedestrian facilities
- Dedicated bike trails and bike lanes
- Look outside of current highways and corridors for planning
- Evaluate parallel roadways
- Quicker response time for implementation
- Larger cross-sections
- High density housing developments located next to transit facilities

- Use existing or abandoned canal systems for multi-use trails
- Longer off-ramps
- Dedicated left-turns
- Continuous Flow Intersection
- Roundabouts
- Begin corridor preservation early on

Resources

- Seek out local, state, and federal grants
- Have an annual Davis – Weber planning process
- Federal Highway Funds
- \$10 vehicle registration fee in Davis county – State will match funds
- Implement a dedicated gas tax

Multi-Modal

Issues (“hot spots”)

- Everywhere the roads cross the Interstate
- Westgate
- Southgate
- Riverdale Rd.
- 5600 South
- 12th
- 24th
- 31st
- Washington – 1900 West
- Antelope
- Park Lane
- 200 N. near Kaysville
- Gentile
- 200 North south to 3100
- West Hill Field Rd.
- 1800 N. SR 37 to SR 126 to SR 108
- 300 N. West of SR 126
- SR-107 Clearfield
- 200/700 South
- 2700 SR-126
- SR 89 and Harrison
- BRT from Frontrunner
- Ogden Canyon

Ideas

- Ability to get from point A to B east/west
- Connectivity to neighborhoods
- Can’t get rid of congestion, and some congestion might move people to other options
- North/South ends at Farmington
- No bus in south Ogden to west Layton (people get dropped off at 89)
- Build transportation hubs (bus, trains, multi-modal)
- Other transportation modes need to be considered
- Entice people to use other modes
- Question what is going to be convenient for “me”?
- When dropped off (by Frontrunner), how can I get to my destination east or west?
- More routes to catch multi-modal options
- Create connectivity loops. Need to provide service that works
- Societal change in thinking about multi-modal

- How do you get people to think of incentives – carpools, dedicated lanes, free transit vouchers, commuter rail pass
- HOV versus toll – free to four riders or more?
- Tolls can be counterproductive
- Add more park and rides near schools, hospitals
- TRAX commuter rail connection to Hill Field, hospital, Freeport Center
- Look at Philadelphia example – drivers pick up other commuters for pay as you go carpool
- With western corridors no options
- Education of transit benefits
- Limit destination parking – force people out of their cars
- Dedicated transit/truck lanes
- Trails interconnect with transit
- Change land use development patterns – subdivision design – sprawl
- Implement “Best Management” tools
- Use rail and utility corridors for transit options
- UTA has gone away from philosophy from just dropping people at front door
 - a. Trying to get people to come to UTA

Resources

- Better corridor design –complete streets
- Trail interconnectivity
- City support of upgrading roads to include multi-modal options
- Subsidized
- Federal Grants – Small Starts and New Starts
- State Legislature
- UTA
- Local Development – public/private partnerships
- Utilize LDS church parking lots
- Use internet to educate people about transit options

Funding

Issues

- THINK BIG
 - Be open to all ideas
 - Would be a disservice not to
 - It will ultimately whittle down realistic goals
 - Creates a starting point
 - But be sure to prioritize
 - But be sure to implement criteria
- Demand will always exceed supply
- Always consider needs of the majority rather than the vocal minority
 - Prioritize for the needs of the greatest population
- Need dedicated funding sources that don't require public vote
- Bond and taxes are only realistic solutions
- Be flexible
- Stress the importance of the problem to the public
- Keep the public engaged and involved in funding process
- Educate the public on the funding process

Ideas

- Community Partnering – Share projects, coordinate efforts
- Put money towards preventions
- Bond elections give an accurate representation of how important a project really is to a community – paid for by those people who will most benefit from the improvements
- Get off the crisis management track and pay for improvements before they are needed
- Prioritize projects – this study should develop a project prioritization that all cities and counties will buy off on
- Pool funds
- Improvements
- Corporate Incentives – Flexible work hours to offset peak drive times, telecommuting
- Employer impact fees to transit – Tax on business licenses, more employees on the road, higher the impact fee
- Put money towards fiber-lines to foster telecommunicating/working from home
- Shift roadways to private sector, out of the public sector
- Vehicle impact fees – amount of gas you use, size of vehicle results in greater road impact
- Toll roads put improvement costs on those who use it the most

Resources

- .25 local option sales tax
- Vehicle Registration

- BNC Road Funds
- Public/Private Partnerships
- Impact Fees
- Developers Pay and donate ROW
- Bond Election
- Raise the Gas Tax
- Rural Development Areas
- Economic Development Areas
- Community Development Areas
- Toll Roads
- Parking fees

Environment and Quality Growth

Issues

- Water resources threatened
- Residential growth hampers E/W movement already
- Getting residents out of vehicles
 - Keeping people working in their own communities
- Lifestyle requires too much need for driving
- Transit is the last thing on developers' minds
- Each community has its own plan. Hard to get the regional picture
- Hard to project housing density in the future, which makes it hard to anticipate transportation needs
- Elections cause leadership changes, which changes plans
- Elected officials prone to make short-term decisions. Politics and planning don't mix
- Further west you go, the more environmental conflicts you have
- Hard to do much with major corridors that are already there
- Seems the solution is unattainable by just building more roads
- Balancing environmental concerns with people concerns (i.e. ducks vs. buildings)
- Advantages to planning: mitigate impacts. No planning = opposite
- Congestion = lower quality of life
- No control over development, which is driven by money
- Not just mobility. It's preserving open space
- More than just motorized transportation. Get people out of cars
- Governments are too slow. Developers are quicker.
- Transit is just N/S, not E/W. Need a car to get E/W
- Thinking beyond just travel. How to plan communities that need less travel
- Perceived stress/tension between environmental and other concerns
- Without planning, the environmental concerns surface at the end.
- Easier to go to open space to develop, then to break through established communities
- If current growth patterns (and the way we deal with them) continue, we're screwed.
- Conflict between community needs and personal property rights
- Every inch of quality farmland being developed
- Davis/Weber lags in forward-thinking in sustainable development ordinances and regulation (as compared to SLC). It's a difficult political issue
- Facilities maxed (utilities)
- No one looks at big picture. Development focused only on building houses.
- Powder Mountain development – too many houses for the grade of the road.
- Cities restricted from looking at the facilities that are available to new development
- Cities can, but don't require connectivity between neighborhoods and between cities

- Conflict between people's desire for large lots, but low traffic
- We don't think like big cities
- Everyone wants to live in a cul-de-sac
- Non-motor transit planning is an afterthought
- Too hard for pedestrians to cross major thoroughfares
- Misperception of Davis/Weber as bedroom communities. Forces people to travel long distances to work.

Ideas

- Educate developers on transit needs/opportunities
- Get with local people to understand their needs. Also need to coordinate local needs with regional concerns
- Encourage people to leave cars at home (Like Ogden City's Fresh Air Friday)
- Corridor planning helps control development – helps timing and funding
- Preserve open space
- Governments need tools to preserve/acquire corridors. Requires regional coordination
- Government authority to buy and keep the land quickly and reasonably
- Cities, etc. need better tools to manage growth (i.e. eminent domain)
- Authority for regional planning commissions. They have no teeth.
 - Action from cities required to give teeth
- Pedestrian/bike crossings should be required for new roads
- Multi-community committees for transit solutions
- Improve all routes by building excellent intersections
- Cities adopt Quality Growth Principles
- Identify and exploit grants

Resources

- Ogden City's Fresh Air Friday website
- UTA "Planning Committees with Transit"
- City web websites/newsletters
- Local forums
- Weber Pathways for non-motor planning needs
- Quality Growth Principles handbook on the WFRC website
- City Open House hosted by planning committee
- Excellent model ordinances in other cities

Economic Development

Issues:

- Traffic follows development

Problem areas

Existing

- Riverdale Road area congestion. No SB access I-84 to I-15. Morgan area development needs SB I-15 access.
- Layton Hills Mall area congestion.
- Farmington “hourglass” on I-15.
- SR-143 / Hillfield area congestion and growth.
- 24th St. interchange and viaduct and interchange in Ogden.

Emerging

- Weber Canyon I-84 and US-89 Interchange obsolete.
- SR-108/2000 West area congestion and growth.
- Antelope Drive/Syracuse Road area congestion and growth.
- Gordon Avenue congestion and growth.
- Park Lane interchange in Farmington – Huge future growth. Station Park includes 65Ac. Development + 100Ac. TOD + 200 Ac. Future development. New interchange projected to fail soon.

Future

- Davis Economic Development Corporation (DEDC). 200 South and 2000 West.
- West side of Hill AFB, Commercial Dev.

Big picture problems

- No quick access for industrial to I-15 – Need easy truck access for potential industrial areas to I-15.
- Need more limited access roads for trucks.
- Housing dev. occurs before commercial dev. The need occurs before tax revenue can help.
- Future development areas have no access (West).
- Large developments in one area.
- Choke points
- 3 major N-S routes with no connection all across.

Ideas

- Distribute economic centers throughout.
- Accelerate Legacy to open areas west.
- Accelerate SR 89 to I-84
- Invite Morgan Co. to table.
- Trails
- Transit connections

- Support from Fed/state agencies
- Extend Riverdale west.
- Locate commercial areas near commercial
- DEDC
- Jurisdictional transfer 300North for 200 South
- Mass transit
- E-W connectors to Frontrunner
- Maximize Econ Development clusters.
- Couplets one-way
- Free circulator busses within commercial areas
- Frontage roads
- E-W connector between Farmington and Kaysville/new interchange
- SR 37 new interchange in Sunset
- Provide through and local access facilities

Resources

- Private developers to help with infrastructure and funding
- Master planning for development between jurisdiction
- Regional land planning to best locate uses.
- Private donation of land for corridors
- ¼ cent sales tax on ballot
- Exploit funding options.
- State /Fed/and local funding. Increment financing.
- Spend less money on studies.
- Inter-local collaboration. Share sales tax revenues
- PPP (Hill field west side)
- Strategically locate facilities such as P-N-R.

East-West vs. North-South

Issues

- Spanning jurisdictions makes funding easier (N/S)
- Historically, growth has been N/S; shift now to E/W
- I-15/other N/S have become barriers to E/W
- If more N/S will fix problem, do we need to address e/w?
 - Specifically Legacy North
 - Capacity from main N/S creates choke points at E/W
 - As growth heads west, E/W need is created
 - Transit brings it in; how do you get in and out?
 - Local neighborhood issues on most
- Layton: 700 S.; Doesn't exist now; will be critical; corridor hasn't been preserved
- 200/700 S. Connect 89 to Legacy
 - 200 S. is open corridor currently; one property owner
- South Davis County and North Salt Lake west of I-15 has E/W needs
 - 500 S. in Bountiful
- Hill AFB obstacle
- Problem with East/West is the width
 - Historical buildings
- Front Runner... How do you get E/W?
- 700 S. becomes major E/W
- Gentile is significant road, but won't be big enough
- Most west traffic is residential
- N/S has been prioritized, and rightly so
- Interchanges that are ill served by E/W create N/S problems (Hill Air Force Base)
- Farmington City has one local service interchange within an 8 mile stretch – Park Lane
- Weber County service to major institutions east of I-15 is lacking

Ideas

- Improve interchange access
 - 12th St. is already good and getting more money
 - Hinckley Drive improvements
 - SB I-15 to I-85 (Riverdale)
 - I-84 could be better leveraged by improving access
- 200 S. Corridor Agreement
 - Clinton, Clearfield, Syracuse, West Point
 - Connects I-15, 89, Legacy
- West side of I-15 in Weber County
 - 2100 Street and 2550 Street
- Getting E/W from Frontrunner
- Bus service
- Vans to Hill
- BRT

- DDO/BDO – Improve truck access to this facility
- Shepherd Lane could be potential interchange between Farmington and Kaysville
- E/W Potentials
 - Roy 5600 S. (Hooper Road)
 - 1800 N.
 - Through the Hill Air Force Base to 89
 - South of Hill AFB through Layton
- 4000 Street through South Ogden (lane width)
- What can be done inexpensively
 - What about corridors that link N/S
- US 89 Belt Route...
 - Skyline Drive coming around; stopped by N.I M.B.Y.
- A Bangerter or I-215 that would keep people off of small roads
- Weber County has some opportunity to preserve E/W west of I-15
- 700 South/200 S. corridor extension

Resources

- Corridor Preservation
- 21st Street needs preservation
 - Facility types need early decision
- Land purchase put higher in process
- Quarter cent sales tax
 - Perception we are already paying it
- Change tax structure so laws help generate taxes for roads
- Toll roads
- Davis County vehicle registration
- Private public partnership
 - Some land owners would donate if had incentive
- Streamline Fed process
 - Bypass Federal funds because not worth the effort
- Change public mindset about density and lot size
 - Different development/land use patterns
 - Open space preservation
- Regional impact fees

Davis Weber East-West Study Steering Committee

Stuart Adams, *UDOT Transportation Commission*

Curtis Christensen, *Weber County*

Boyd Davis, *City of West Point*

Craig Dearden, *Weber County*

Louenda Downs, *Davis County*

Max Forbush, *City of Farmington*

Nicol Gagstetter, *The Nature Conservancy*

Steve Handy, *City of Layton*

Kevin Hansen, *Weber State University*

Chris Hillman, *City of Clearfield*

Kent Jorgensen, *UTA*

Nathan Lee, *UDOT Region One*

Helene Liebman, *Weber Pathways*

Bret Millburn, *Davis County*

Sue Morgan, *Weber School District*

Kent Nomura, *Hill Air Force Base*

Wilf Sommerkorn, *Davis Council of Governments*

Bruce Talbot, *City of Pleasant View*

Darrin Wray, *Hill Air Force Base*

Sue Zampedri, *City of Ogden*

Jan Zogmaister, *Weber County*

